

100-5237
4 OCT 1966

MEMORANDUM FOR: Acting Deputy Director for Support

SUBJECT : Allocation of RID Analyst Positions

REFERENCE : Memo fr ADD/S to D/Pers dtd 30 Sep 66, subj:
Analyst Positions in RID

1. This memorandum is for information in response to your request.
2. I agree with you completely that the integrity and judgment of the CIA classification staff must be upheld. However, no classification system can be or should be permitted to become so bureaucratic as to eliminate managerial discretion. In the case of the RI analyst positions I fully support our Position Management and Compensation Division in their basic conclusions that these jobs are not of GS-9 caliber--in terms of functions, duties, judgments, responsibility, etc.
3. It is a fact, however, that RI staffing for many years has been accomplished to a great extent through a junior professional input program for the Clandestine Services by which the Clandestine Services obtains junior operations officers, junior intelligence assistants, and junior reports officers. To insure high quality input of college graduates, an assured advancement commitment which is essentially comparable to the expectation of such young people in other vocational fields has been necessary and has been in effect for some time.
4. At the same time, for reasons of continuity and to maintain work standards and provide day-to-day on-the-job work assistance to the input trainee program, a permanent staff is essential. From a personnel management point of view a difficult situation exists where the new trainees are engaged side by side with the experienced permanent staff with the former rapidly passing to higher salary levels.
5. In addition, the current conversion to ADP storage and retrieval is creating a new requirement for extreme reliability against error or carelessness. Again from a management point of view, as opposed to basic work essentials of the analyst jobs, this requirement for extreme reliability in the opinion of the Deputy Director for Plans warrants the higher grade. While the classification technicians do not weigh this factor as highly as the Clandestine Services do, there is, as in all classification disputes, room for managerial decision.
6. A final and highly important argument for a larger number of GS-9 analyst positions is the fact that occasionally one of the members of the junior professional input group demonstrates unusual temperament, aptitude, and interest in this field of work. Only by having GS-9 level analyst positions available can these young people be transferred readily to the permanent staff for continuing career development in RI.

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25X1 7. I have discussed the problem thoroughly in the past 10 days with [redacted] The latter and I were in agreement that our inability to agree is probably related to these managerial considerations rather than job classification factors.

8. It is my recommendation that we agree to the upgrading of a number of the analyst positions to GS-9 for the reasons given above. Consistent with these reasons I propose that a strict qualifications requirements be established--specifically that the individual be either a college graduate with 18 or more months' RI analyst experience or a non-college graduate with 5 or more years' actual experience. The number of such positions should probably be spread across the GS-7/8/9 range in a ratio of about 40% at GS-7, 30% at GS-8, and 30% at GS-9.

[redacted]

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Emmett D. Echols
Director of Personnel

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30 SEP 1966

**ANALYSIS AND EVALUATION OF THE DUTIES
AND RESPONSIBILITIES OF ANALYSIS POSITION
OF THE PROCESSING BRANCH, RI DIVISION**

In general, the Analysis Section Analyst is responsible for processing dispatches, cables, files and other types of material and records for inclusion in the Clandestine Services Records Systems. This involves analyzing the material to select, summarize, synthesize and code information according to CS criteria; applying a knowledge of operations, requirements, and goals of assigned desk and the requirements and procedures of the CS records program in the referencing and indexing of material; exercising judgment in selecting pertinent material and in using the CS record criteria to meet the information requirements of the operating desk; and maintaining liaison with area and staff desk personnel on questions concerning the in-put of information into the CS records system.

The individual analyst is normally assigned to an area corresponding to a DD/P geographic branch. He or she is under the general supervision of a higher graded analyst who is available for advice and guidance on any problems encountered.

A review of the duties of the position indicated that the analysis functions are basically determining whether the information meets CS records criteria and identifying the broad area in which the material should be placed. The detailed procedures, forms symbols and identification of

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Excluded from automatic
downgrading and
declassification

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exact actions, including filing and cross referencing, are clerical details. Some analysis of the body of the information is required in order to index and abstract information. Well defined guides and instructions are available for guidance of the Analyst in determining if the material meets CS records criteria and the proper coding and indexing.

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CHRONOLOGY OF PMCD STUDY OF RI ANALYST POSITION

1. Survey conducted of RI Analyst positions, 1959, included:
 - a. Desk Audits
 - b. Comparison with similar positions in other Government agencies, e.g. State Department, Department of Defense and the FBI.
 - c. Comparison with other positions in the Agency, e.g. Reports Officer, Intelligence Assistant, Operations Support Assistant, Intelligence Analyst, and Administrative Assistant.
 - d. Survey results - journeyman analyst GS-07, not acceptable to RI Division.
 - e. Many meetings to iron out disagreements, negative results.
 - f. Director of Personnel and Chief, PMCD personally conducted audits of positions and agreed with PMCD findings.
 - g. In view of violent disagreement of RI Division final decision was to maintain current grade structure of RI Analysts - no upgradings and no downgradings.
2. At request of RI Division and DDP/OP another survey of RI Analyst positions was conducted in the Spring of 1965.
 - a. Desk audits were conducted, position descriptions written and reviewed by RI officials.
 - b. Descriptions were analyzed and evaluated by PMCD. Result was journeyman Analyst GS-07, RI Division proposed GS-09 for this position.
 - c. Results were submitted to RI Division. However, results were not acceptable.
 - d. Positions were discussed in detail with specific examples of work accomplishments, decisions, judgment required, and problems encountered. Mr. [] explained that the qualification requirements for these positions, as established by RI Division, were extremely high requiring (1) a college degree, and (2) a signed contract requiring the recruit to remain in the position for a minimum period of two years. The philosophy in the use of the positions is that of an additional input and training ground for young college graduates who, upon completion of their two year contract will be assigned to a variety of professional positions in the Clandestine Services and throughout the Agency. The procedure is to recruit at the GS-07 level and promote the individuals periodically up through GS-09 during the two years in RI Division.
 - e. Office of Personnel response was that the RI Analyst positions, on the basis of duties and responsibilities of the positions, did not warrant allocation higher than GS-07. However, in view of the use of these positions for the training of professional personnel and the input of these individuals into professional positions in the Clandestine Services and elsewhere in the Agency it was proposed by the Office of Personnel that a formal training program, separate from the permanent S/C of RI be established that would allow for the recruitment, training, and

- periodic promotion, up to and including GS-09, of individuals assigned to the program. The permanent Staffing Complement of the RI Division would reflect the grade structure considered appropriate for permanent positions performing analytical duties in the Analysis Section and the C.E. Branch. This met with general approval and it was agreed that PMCD would develop an initial proposal and submit the proposal to the RI Division for review and further development.
- f. PMCD prepared an informal proposal with a training complement of 60 positions and a permanent complement with a limited number of GS-09's and a larger number of GS-07's. This proposal was submitted to and discussed with Chief, RI Division and Administrative Officer, RI Division.
 - g. RI Division then submitted their proposal informally to PMCD for review and comment. This proposal established 72 positions for the training program and proposed all analysts on the permanent S/C at the GS-09 level.
 - h. Meeting was held between Chief, RI Division and Admin Officer, RI Division and Chief, PMCD and Mr. [] PMCD to discuss RI proposal. The justification given for all GS-09 analysts on the permanent S/C was the need for GS-09 positions for personnel completing the training program and desiring to remain in RI Division. This proposal was not acceptable to PMCD since PMCD's stand was that the work performed on a permanent basis and not part of the training program for professionals moving on to professional positions in the DD/P and elsewhere in the Agency did not justify allocation above GS-07.
 - i. The DDP/OP and RI Division was advised that the proposal was not acceptable but that the problem would be submitted to higher authority for resolution.

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Sept 65

MEMORANDUM FOR: DDP/OP

SUBJECT : Records Integration Division

1. Attached is a review of the analyst positions in RID which you requested. I am persuaded that from a job classification and personnel requirements standpoint that the findings are basically valid. The Chief, Salary and Wage Division will be glad to discuss these matters with you in greater detail.

2. I am convinced that continuing major problems of morale, staffing, headroom, and position classification disagreements are largely brought about by the lack of careful delineation between operating requirements and a DD/P training program. In my opinion the majority of the positions in the Analysis Section of the Processing Branch and the CE Branch should be filled on the basis of actual job requirements. This would alleviate turnover and headroom problems and should increase efficiency of operations. The Chief, RID has advised that a six months training period is necessary before basic efficiency is obtained. Continuing to rotate these people every two years not only creates a lack of continuity but, more important, significantly increases the total training time required to staff these positions.

3. Therefore, I suggest that you review very carefully your requirements for young officers to receive basic training in RID and propose a formal training program for them. This should include qualification standards for appointment, length of training, hiring rates, promotion patterns, and a definite plan for advanced training or placement after the training period is concluded. Mechanisms pertaining to ceiling and grade controls can be developed prior to final approval and implementation of any such plan.

4. I will be glad to discuss this matter with you and to provide any assistance possible.

Emmett D. Echols
Director of Personnel

Attachments

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Distribution:

O & 1 - Addressee

2 - OP/SWD (1 w/h)

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1 - DDP/OP/Personnel OP/SWD/ [] (31 Aug 65)

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Survey Findings in the Analysis Section of the Processing Branch
and the CE Branch of RPD

1. On 9 March 1965, at the request of RI Division and Chief, CCFD discussions were held with the Chief, Administrative Staff, RI Division regarding the proposed revision of the RPD Staffing Complement. The RPD proposal included the establishment of additional GS-09's, fewer GS-07's, and the establishment of GS-08 and GS-06 levels in the Analysis Section of the Processing Branch and the CE Branch. These changes were desired in order to afford better promotion opportunities. During the discussions it was agreed that the Salary and Wage Division would review and establish grade levels for positions in these components before surveying the remainder of the RI Division.

2. During the period 10 March to 6 April 1965, these elements were surveyed. New position descriptions were prepared and submitted to RI Division for review and necessary revisions. The Salary and Wage Division has now evaluated the positions and the findings, conclusions, and evaluations are as follows:

a. Analysis Section, Processing Branch

(1) Mission

The Analysis Section is charged with the review of intelligence material to determine if it meets GS records criteria and the selection and indexing of material for inclusion in the RI collection.

(2) Proposed Grade Structure and Evaluation

(a) Trainee Analyst, GS-05 - The Trainee Analyst positions evaluate at grade GS-05 based on the nature of duties performed and the qualifications required. The Trainee Analyst will receive formalized and on-the-job training and engage in the processing of the more routine material under the close supervision of a journeyman analyst or supervisory analyst. Upon obtaining the desired degree of proficiency and necessary work experience the Trainee Analyst may be promoted to grade GS-06 and eventually to grade GS-07.

(b) Journeyman Analyst, GS-07 - Although RI Division officials feel that the duties of this position justify allocation at the GS-09 level on the basis of inherent judgment factors, an analysis of the duties and responsibilities of the position indicates that the analytical function is basically one of determining whether the information meets GS records criteria, identifying the broad area in which the material should be placed

and extracting and indexing of such material. Determination of the exact action to be taken, the exact format to use, the exact file to use, and the exact cross referencing and cross filing are primarily clerical functions. In making these determinations reference may be made to numerous procedural guides, formats, and large number of machine listings on subjects, projects and 201 files, cryptonym/pseudonym lists, desk assignments, etc. Also, much of the material has already been marked for indexing by the originator (e.g. cables and some incoming dispatches) and is further reviewed by area division and staff personnel who may make changes in indexing made by RID analysts. The work being performed by the RI journeyman analyst is no more involved or complex than that performed by the grade GS-07 Intelligence Assistant or Operations Support Assistant.

(c) Senior Analyst, GS-07 - Positions currently allocated at grade GS-09 do not differ in terms of duties and responsibilities from those allocated at the GS-07 level. Personnel assigned to grade GS-09 positions normally have served in RID or elsewhere in the Agency for longer periods of time than personnel assigned to grade GS-07 positions. In view of the lack of any significant difference between the duties and responsibilities of the subject positions and the grade GS-07 analyst position grade GS-09 cannot be justified.

(d) Sub-Unit Supervisor, GS-09 - The positions are currently allocated at grade GS-11 and are concerned primarily with the first line supervision of journeyman (GS-07) analyst. Based on the normal grade spread between worker positions and first line supervisor positions grade GS-09 is appropriate.

(e) Unit Supervisor, GS-11 - The positions are currently allocated at grade GS-12 and are concerned primarily with the supervision and direction of two or more units which are headed up by grade GS-09 supervisors. Based on the normal grade spread between supervisory levels grade GS-11 is appropriate.

(f) Deputy Section Chief - The position of Deputy Section Chief is currently established at grade GS-12 on the Staffing Complement. This position was not filled at the time of the survey and there did not appear to be a need for it based on work load. It is recommended that this position be abolished and that a Training Officer grade GS-09 be established. The training function is currently performed by a GS-09 analyst in the Office of the Section Chief but has never been formalized on the Staffing Complement. The duties include responsibility for developing training programs for all categories of personnel of the Analysis Section and conducting both formalized and on-the-job training. In addition, the position will include responsibility for conducting special studies for the Section Chief.

(g) Section Chief, GS-12 - The position is currently allocated at grade GS-13 and is charged with the over-all supervision and management of the Analysis Section. Based on the normal grade spread between supervisory levels grade GS-12 is determined appropriate.

b. CR Branch

(1) Mission

The CR Branch [redacted] for other government agencies and other EC/P components, and liaison and coordination with Agency components on [redacted] matters.

(2) Proposed Grade Structure and Evaluation

(a) Trainee Analyst, GS-05 - The Trainee Analyst position evaluates at grade GS-05 based on the nature of work performed and the qualifications required. The Trainee Analyst will receive formalized and on-the-job training and engage in the processing of the more routine material under the close supervision of a journeyman analyst or supervisory analyst. Upon obtaining the desired degree of proficiency and necessary work experience the Trainee Analyst may be promoted to grade GS-06 and eventually to grade GS-07.

An analysis and evaluation of the duties and responsibilities of the CR analyst positions and comparison with other positions, such as Intelligence Assistant and Operations Support Assistant indicates that allocation of the analyst positions at grade GS-07 is appropriate.

(c) Unit Supervisor, GS-09 - The position is currently allocated at grade GS-11 and is concerned primarily with the supervision of journeyman analyst the duties of which evaluate at grade GS-07. Based on the normal grade spread between worker positions grade GS-09 is appropriate.

(d) Section Chief, GS-11 - The position is currently allocated at grade GS-12 and is concerned with the supervision and direction of activities of an Analysis Section. Based on the normal grade spread between supervisory levels grade GS-11 is appropriate.

3. Night Shift - It is recommended that consideration be given to the termination of the night shift and the reallocation of the ceiling within the Analysis Section. At the present time personnel are rotated between day and night shifts. The assignments within the Section are made on a geographic basis and personnel carry their assignments with them when they rotate. Because of this, material coming in during the day from an area assigned to an analyst who is on a night shift must be reviewed by a supervisor or another analyst to select priority documents and teletapes for immediate processing, the remaining material must wait until the analyst reports on the night shift. This causes a delay in the processing of the material which could be eliminated by abolishing the night shift and transferring ceiling and personnel to the day shift.

4. General Comments

a. Background

In the late 1950's the Clandestine Services made an intensive review concerning their information needs and as a result the Records Integration Division was completely revamped. Policies were established and definite guidelines and criteria were established for categories of information to be retained. Detailed handbooks were written to provide consistency and clarity of purpose. In addition, it was determined that it was necessary to employ experienced Operations Officers as Branch Chiefs and to have qualified college graduates as analysts to develop the program and implement the new system. Because of the difficulty of attracting and retaining these college graduates in RLD a system was evolved to afford the analyst an opportunity to transfer to positions throughout the DD/P after serving two years in RLD. It then became known as a second input of professionals into the DD/P, the first being the Career Training Program. This was deemed needed because of the small CTP classes and eventual limited input into DD/P. Subsequently, the CTP was expanded in 1953, approximately twenty RLD graduates were taken into the CTP.

In 1953, RFD has developed and implemented its policies and criteria and with the availability of detailed handbooks and other instructional guides, the analyst duties have become quite routine and stable and the need for college graduates to perform these duties cannot be justified. However, in any discussions concerning these jobs, it is never clear what are actual job requirements and what are training requirements.

b. Recruitment Practices

(1) Current Practices

A significant number of college graduates are being recruited for analyst positions in RFD. Such personnel are brought in with the understanding that they will be required to serve two years in RFD and that upon the completion of this period they will be considered for assignment elsewhere in the Agency or given an opportunity to apply for the Career Officer Training Program. Criticism of this practice was voiced by a number of employees. Some employees stated that they were led to believe that the two year assignment was an interim assignment after which they would be more or less automatically reassigned elsewhere in the Agency. Employees also stated that they were led to believe that they would obtain a GS-09 within the two year period and that this had not been the case. Additionally, employees cited instances wherein reassignment opportunities had been lost as a result of strict adherence to the two year contract.

(2) Recommended Practices

Since the functions performed by the analysts are repetitive and clerical in nature it is believed that the analyst basic positions should be filled primarily with high school or junior college graduates. Competent employees in a variety of clerical positions in RFD and throughout the D/P should be considered for these positions. This type of individual would be willing to make a career in RFD and afford continuity and stability. The able individuals could rise to supervisory positions.

c. D/P Professional Requirements

It is evident that the Glendene Services feels a need for an additional source of young officers who are trained in RFD procedures. Such a training program, however, should be completely separate from specific RFD operating requirements. Such a recruitment and training program should be formalized as to (1) numbers, (2) qualifications

entrance standards, (3) hiring rates and promotion progression, (4) formal and on-the-job training, (5) length of training, and (6) placement or advanced training plans.

A well defined program would clarify the career possibilities of the applicants and alleviate present morale problems.

d. The recommended position structure for the Analysis Section of the Processing Branch and the CR Branch is quite a drastic change. Therefore, any implementation of this structure would be carefully phased, dependent upon the development and approval of the training program, and orderly turnover of higher graded employees and the operating needs of the DD/P. Such phasing would be coordinated carefully with designated representatives of the DD/P.

13 September 1965

MEMORANDUM FOR: Director of Personnel
SUBJECT : Records Integration Division

1. This will acknowledge your memorandum of 1 September enclosing a review of the analyst positions in RID. As you may well imagine, this review poses a number of organizational problems and discloses a very fundamental difference in concept as between RI Division and your office.

2. I've discussed the matter with ADD/P who has requested that the CS Records Committee take cognizance of the matter. Prior to consideration by the Committee, [redacted] of my office, as referent, is undertaking an analysis of the matter and will make such recommendations as he is able with regard to alternative courses of action that might be pursued.

3. [redacted] initially and others later on will undoubtedly be in touch with you and your staff with regard to the matter.

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MEMORANDUM FOR: Director of Personnel

SUBJECT : Records Integration Division

REFERENCE : DDP/OP Memorandum, dated 13 September, 1965

1. This memorandum is a follow-up on reference which stated that the CS Records Committee was to take cognizance of the differences in concept that had arisen between your office and RID. The Committee met on 16 November and adopted the following proposals.

a. To reject the findings of the Salary and Wage Division (now called Position Management and Compensation Division) with respect to the analysis positions in RID and reiterate that GS-9 should be recognized as the journeyman grade for them.

b. To accept your suggestion that a formal training program be established for RIC analysts.

2. From our viewpoint, the Office of Personnel recommendation that the GS-05 analyst positions be downgraded appears to reflect a misconception of the essential functions of the analyst in the principal phases of the RID information handling process, as well as of the critical nature of the judgments and serious consequences of mistakes which may occur in replying to requests of other government agencies. The input of information into an increasingly complex and sophisticated system requires that we develop the best available intellectual disciplines to manage it; the man/machine relationship is a critical element in this management. Retrieval in accurate and complete form requires the exercise of independent judgment, normally not subject to review to avoid missing important information. Furthermore, after information has been retrieved, analytic judgment is required to determine what information, out of the mass of material retrieved, is significant enough to be included in an official statement of the Agency in a form suitable to the needs of the requester.

3. The Directorate for Plans is vitally concerned, not only because it services Agency and intelligence community needs for positive intelligence, but also because, by law, it has the specific and primary responsibility to maintain the

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repository of foreign counterintelligence information for the U. S. Government. Faced as we are with an escalating volume of information which must be stored and retrieved, it is clear that it would be folly to degrade our professional capabilities in this area, particularly as we know that volume and complexity can only increase. As intelligence consumers proliferate, so do their demands for timely retrieval.

4. To state that the vital responsibilities discussed above, where judgment plays such an important part, can be allocated to a grade lower than GS-9, indicates a misconception of the importance of the decisions made by RID analysts. Perhaps actual performance by a member of your staff, for a time, of the work done in an RID analysis unit would serve to demonstrate that the thought processes used there are far from pedestrian but rather are complex and require a high degree of independent judgment.

5. The CS Records Committee endorsed the proposal for establishing a formal training course in RID. Details of such a program will be developed later, but in general it will provide for a block of 60 GS-9 analyst positions with the express understanding that approximately 30 trainees each year will move at the end of a tour in RID (a) into the Agency's career training program or (b) into CS elements directly, or (c) into conventional RID slots if they wish to remain for a longer term in an RID career assignment.

6. An analyst training program in RID would do much to regularize and recognize the system as it now operates on an informal basis, by: (a) facilitating a regular influx of university educated, RID disciplined, and mature officers into the CT program (wherein as a result of a conscious effort to select more mature candidates than heretofore, many otherwise qualified younger men are lost to the Agency), (b) disseminating directly into CS elements the RID disciplines which must be encouraged if the CS is to fulfill its records responsibilities. In the past five years, fifty RID analysts have moved into the CT program. In addition, sixty RID analysts have transferred to other professional positions in the CS at Headquarters and overseas during the same period.

7. A careful review has been made of the records of the fifty analysts who have gone into the CTP from RID. This study shows that forty-seven are still with the Agency serving as follows:

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- a. 13 as Operations Officers overseas.
- b. 9 as Operations Officers at Headquarters.
- c. 6 young women as Reports Officers or in operational support positions in the CS at Headquarters.
- d. 8 attached to Area Divisions and awaiting PM and other assignments early in 1966.
- e. 4 assigned to DDI or DDS.
- f. 8 still in the CT course.

Of those 39 who have to date completed the CT course, thirteen were rated "Strong," eighteen were rated "Proficient" and eight were rated "Adequate." Translated into percentages these statistics are as follows: Strong - 33%; Proficient - 46%; Adequate - 21%. A summary of the ratings of all Agency CTP students from 11 September 1961 to 15 July 1965 shows these results: Strong - 29%; Proficient - 50%; Adequate - 21%. Within the RID "Adequate" group, three were rated "Strong" on the work they were later assigned to, two "Proficient" and three have not yet received fitness reports. Among the entire RID group, nineteen have to date received "on the job" fitness reports, with twelve earning a "Strong" rating and the others a "Proficient" rating. In short, all former RID analysts who have been rated after moving to the CTP, have performed either during the program or after the program in a "Proficient" or "Strong" fashion with a large, respectable number in the "Strong" category. One can only conclude from these results that RID analysts have performed exceptionally well, both in training and on the job, and equally significant, their attrition rate has been extremely low. These characteristics, in addition to their broad knowledge of the Agency and their detailed understanding of records are of utmost value to the Clandestine Services. Continuation of this source of new professional blood should be protected.

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2. The conclusions of the CS Records Committee are related above. If you desire to discuss them in greater detail or accept the invitation to sit with the RID analysts for a time, do not hesitate to let me know. If you accept the views of the Records Committee without further discussion, the details can be worked out by our staffs.

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Desmond H. FitzGerald

Desmond FitzGerald
Deputy Director for Plans